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# TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS

WITH RESPECT TO THE  
PHILIPPINE ISLANDS

FOR THE

YEAR ENDED JUNE 30

1928



UNITED STATES TREASURY DEPARTMENT  
WASHINGTON, D. C.



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REPORT BY THE GOVERNMENT OF THE  
UNITED STATES OF AMERICA



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## REPORT BY THE GOVERNMENT OF THE UNITED STATES OF AMERICA WITH RESPECT TO THE PHILIPPINE ISLANDS FOR THE FISCAL YEAR ENDED JUNE 30, 1928, ON THE TRAFFIC IN OPIUM AND OTHER DAN- GEROUS DRUGS

This report is prepared from data presented on behalf of the government of the Philippine Islands by the chief of constabulary and the insular collector of customs in the islands. The report is, therefore, prepared in two sections, the first containing formal data submitted by the chief of constabulary and the second containing general comment by the insular collector of customs.

### A. GENERAL

No new law or regulation affecting the traffic in opium or other prohibited drugs has been enacted during the fiscal year ended June 30, 1928. The same laws and regulations as noted in previous reports are still in force.

#### REGULATION OF IMPORTS AND EXPORTS

(a) *Exports of drugs from the Philippine Islands.*—No opium or its derivatives is exported from the islands inasmuch as such drugs are not produced in this archipelago. Under local laws opium and prohibited drugs confiscated by the government may be sold for medicinal purposes to such persons only as are authorized by law to deal therein. However, inasmuch as opium prepared for smoking has little or no medicinal value such opium is destroyed by the opium committee, usually burnt in the furnaces of the government ice plant. During the fiscal year ended June 30, 1928, opium ashes, morphine, and cocaine, captured or confiscated by order of the courts, have been destroyed by the opium committee as follows:

#### Opium:

Number of kilos.....	2, 443. 55
Number of tubes (gross weight unknown).....	5
Number of packages (gross weight unknown).....	56
Number of bottles (gross weight unknown).....	146
Number of jars (gross weight unknown).....	8
Number of tablets (gross weight unknown).....	1
Number of cases (gross weight unknown).....	5
Number of balls (gross weight unknown).....	105

## Opium ashes:

Number of kilos-----	0. 897
Number of cans (gross weight unknown)-----	9
Number of bottles (gross weight unknown)-----	5
Number of packages (gross weight unknown)-----	169

## Morphine:

Number of kilos-----	. 204
Number of packages (gross weight unknown)-----	176
Number of bottles (gross weight unknown)-----	1, 644
Number of bottles with solution (gross weight unknown)-----	3
Number of tubes (gross weight unknown)-----	2
Number of boxes (gross weight unknown)-----	1

## Cocaine:

Number of kilos-----	. 028
Number of packages (gross weight unknown)-----	25

Destroyed reports Nos. 750-5 and 750-6.

In addition, hundreds of pipes and other paraphernalia for smoking or injecting opium or morphine have likewise been burned by the committee in the furnaces of the government ice plant.

(b) The laws of the Philippine Islands prohibit the importation of opium or its derivatives, cocaine, and other similar drugs except for medicinal purposes. Violation of this law is penalized by imprisonment for not less than two or more than five years or by a fine of not less than ₱300 nor more than ₱10,000. Violations of these laws by persons not citizens of the Philippines Islands may result in their deportation, especially so in case of a recidivist. The importation of opium or its derivatives or of other prohibited drugs is regulated and supervised by the Bureau of Internal Revenue.

INTERNAL REGULATION OF THE MANUFACTURE, SALE, DISTRIBUTION,  
USE, ETC., OF PROHIBITED DRUGS

Opium, its derivatives and other prohibited drugs may be locally imported, held or disposed of, under the following conditions:

(a) Government bureaus and officers of the Government duly designated in writing by the Governor General may receive, keep, use, and dispose of such drugs conformably to existing laws and regulations.

(b) Duly licensed and practicing physicians, dentists, or veterinarians may prescribe and administer or cause to be administered prohibited drugs for medicinal purposes and may receive and keep same in their possession for such use.

(c) Pharmacists when duly licensed may prepare, keep, and dispose of prohibited drugs to duly licensed and practicing physicians, dentists, or veterinarians on prescription and, upon permit from the collector of internal revenue, may transfer and deliver such prohibited drugs/to other pharmacists or dealers only licensed to handle same. All licensed importers, dealers, pharmacists, and others handling prohibited

drugs are required by law to maintain a true and exact record of all such drugs received and disposed of by them and all such records together with prohibited drugs in stock are subject to inspection by agents of the Bureau of Internal Revenue. Failure to maintain correct records as required by law is penalized by the cancellation of the license to handle drugs and by the cancellation of their license to practice their profession, and, in addition, if prosecuted and convicted in the courts the guilty persons are subject to a fine of not less than ₱300 nor more than ₱10,000, or by imprisonment of from six months to five years or both, at the discretion of the court.

The greater portion of prohibited drugs smuggled into the islands consists in opium prepared for smoking and morphine for injection. Very little cocaine and other prohibited drugs are used by natives of the Philippine Islands. Smuggling is carried on principally by Chinese, and the contraband is obtained in Amoy and other Chinese ports. Various methods are used by smugglers in evading detection. Several large consignments of opium for smoking have been brought into the islands by means of vessels hired especially for this purpose, which usually drop their cargo into the water near some isolated coast town, where it is picked up by launches, fishing boats, or by other means. Small consignments are brought in on boats plying between Chinese and Philippine ports and transferred to small launches or fishing boats prior to entering the port or dropped overboard at designated points. A considerable amount of opium in small quantities is reported as being smuggled into the islands through baggage or concealed in merchandise. On several occasions small boats or launches from the China coast or Formosa claiming to have been forced to take shelter in Philippine harbors due to inclement weather have been suspected to have carried considerable quantities of opium prepared for smoking. Owing to the topography of the islands and the inadequate coast-guard facilities, together with the proximity to opium-producing countries, much difficulty has been encountered by the Government in its efforts to eliminate clandestine traffic in prohibited drugs.

The following is a list of cases of violation of the opium laws reported during the period July 1, 1927, to June 30, 1928:

Cases of violations reported.....	591
Chinese.....	427
Filipinos.....	167
Cases tried in the courts.....	418
Convictions.....	283
Chinese.....	223
Filipinos.....	60
Acquittals.....	135
Cases pending trial.....	167
Cases compromised.....	6

Convictions were 67 per cent of cases tried.

**Penalties:**

Aggregate sentences imposed: 74 years 2 months and 9 days.	
Total fines imposed.....	P92,615
Total persons deported.....	10
Cases compromised.....	6
Total amount accepted in cases compromised.....	P3,700

During the same period the following seizures of opium were made by the internal revenue agents, constabulary, and police throughout the islands:

Prepared opium (kilos).....	2,936.351
Morphine (kilos).....	567.84
Cocaine (kilos).....	10.65
Pipes for smoking.....	41
Hypodermic syringes.....	11

NOTE.—This does not include seizures made by the collector of customs or his agents in the ports of Manila, Cebu, Iloilo, Zamboanga, Jolo, Legaspi, and Davao. A report on opium seized in those ports will be submitted directly by the collector of customs.

**B. PARTICULAR DRUGS****RAW OPIUM**

(a) Opium is not produced in the Philippine Islands, all supplies being imported.

(b) *Imports*.—Opium or its derivatives may be imported into the Philippine Islands lawfully on permit issued by the collector of internal revenue through the following ports: Manila; Cebu, Cebu; Iloilo, Iloilo; Zamboanga, Zamboanga; Jolo, Sulu; Davao, Davao; Legaspi, Albay.

During the year ended June 30, 1928, the importation of opium was as follows:

Country from which imported into the Philippine Islands	Kind of drugs	Quantity in grams
Germany and Switzerland.....	Opium granulated..... Opium powder.....	11,200 20,000

(c) The above-mentioned opium was imported for medicinal and scientific purposes only. No other lawful uses of this drug are permitted in the Philippine Islands.

(d) No exportation of opium has been made in the islands during the period of this report.

**PREPARED OPIUM**

This term is understood to mean opium prepared for smoking or opium pills. The majority of opium smokers in the Philippine Islands are Chinese. Few Filipinos have been induced by Chinese



friends to use opium either for smoking purposes or in the form of pills to alleviate pain. Every possible effort is being made by the authorities to eliminate this practice. Among the 591 persons apprehended for violation of the opium law during the period of this report, 424 were Chinese and 167 natives. Of those apprehended 223 Chinese and 60 natives were convicted by the courts.

#### MORPHINE

(a) *Imports*.—The importation of all salts, derivatives, preparations or mixtures, etc., of morphine is prohibited by law except when imported by permit through the Bureau of Internal Revenue for medicinal purposes. During the period covered by this report the following importations were made:

##### *Country from which imported to the Philippine Islands*

##### Germany and Switzerland:

Morphine hydrochloride.....	grams..	3, 650
Morphine hydrochloride $\frac{1}{4}$ grain.....	ampules..	2, 260
Do.....	tablets..	7, 250
Morphine hydrochloride $\frac{1}{4}$ grain.....	ampules..	1, 200
Do.....	tablets..	400
Do.....	tubes of tablets..	700
Morphine hydrochloride, $\frac{1}{8}$ grain.....	tablets..	5, 250
Morphine hydrochloride, 0.01 grain.....	ampules..	1, 200
Morphine with atropine, $\frac{1}{4}$ grain.....	tablets..	9, 000
Do.....	tubes of tablets..	250
Morphine with atropine, $\frac{1}{8}$ grain.....	tablets..	6, 000
Morphine with atropine, $\frac{1}{8}$ grain.....	do.....	5, 000
Do.....	tubes of tablets..	50

(b) *Manufacture*.—Morphine and its derivatives are not manufactured in the Philippine Islands.

(c) *Exports*.—No export of morphine or its derivatives has been made during the period covered by this report.

(d) *Legitimate home consumption*.—This office has no available data on which to compile statistics of the home consumption of morphine and its derivatives. As there are approximately 12,000,000 inhabitants of the Philippine Islands, and, according to the records, some 32,900 tablets, 3,650 grams, 4,660 ampules, and 1,000 tubes of tablets of medicines containing morphine were imported during the year, a fair estimate can be made of the legitimate home consumption of this drug. However, it should be borne in mind that little if any of such drugs were administered to non-Christians during the year and the greater portion of such substance was prescribed by physicians, dentists, pharmacists, and veterinarians in the cities, towns, and other localities where such physicians, dentists, pharmacists, and veterinarians practice their professions.

(e) Only duly licensed and practicing physicians, dentists, veterinarians, and pharmacists are granted permits to use these drugs in the practice of their professions.

#### HEROIN

(a) Small quantities of heroin were imported for medicinal and scientific purposes only. Heroin is not manufactured in the Philippine Islands.

(b) No export of the substance has been recorded during the period covered by this report.

(c) There are no available statistics of the home consumption of heroin. According to the records, only 3,950 grams were imported during the period covered by this report.

(d) Heroin can only be administered by licensed physicians, dentists, and veterinarians.

#### MEDICINAL OPIUM

This information has been covered under raw opium.

#### COCAINE

(a) Cocaine is not produced in the Philippine Islands. Its use is restricted to medicinal and scientific purposes. Import can only be made through the Bureau of Internal Revenue.

(b) Amount imported from Germany and Switzerland:

Crude cocaine.....	None.
Refined cocaine or its salts (grams).....	7, 850
Preparations, etc., containing cocaine.....	None.

(c) There are no cocaine factories in the islands.

(d) This drug can only be prescribed by practicing physicians, dentists, veterinarians, and pharmacists.

### C. MISCELLANEOUS

No information is available regarding the use of prohibited drugs in China.

#### INTERNATIONAL ACTION

The Philippines being a part of the United States in an international sense, no report on this item can be submitted.

#### OTHER DRUGS

Traffic in prohibited drugs other than those mentioned is not carried on in the Philippine Islands.

## ADDITIONAL INFORMATION AND SUGGESTIONS

(a) *Manufacture*.—None.

(b) *Imports*.—Made only through the Bureau of Internal Revenue, which limits the importation of prohibited drugs to actual needs. Prepared opium for smoking and opium pills enter the country from foreign countries.

(c) *Effects of discontinuance of the manufacture of heroin*.—See paragraph under this heading.

The suppression of the illegal traffic in opium and derivatives of this drug had been undertaken during the period covered by this report as vigorously and energetically as possible and within the limits permissible by the means at the disposal of the Bureau of Customs. As in previous years, no effort had been spared to thwart all attempts of opium smugglers to introduce the drug in whatever form into the Philippine Islands illegally. The peculiar geographical situation of the Philippine Islands, their proximity to opium-producing countries, their composition of many islands, and the lack of adequate number of Coast Guard cutters to patrol all these islands had made the task extremely difficult. It is, however, gratifying to mention that in spite of these unfavorable conditions the smuggling by small Moro water craft of opium into the coasts of Mindanao and Sulu has considerably decreased, if not totally suppressed, within the last two years.

No quantity of opium or its derivatives originating from the Straits Settlements was seized during the year. The seizure reports of opium seized show that almost all the opium captured came from China. There is no indication that opium has ever been smuggled from India, there being no direct steamship route between India and the Philippine Islands. Indian passengers and cargo from India come in usually through Hong Kong. The inclusion of the Straits Settlements and India in a previous report as countries of origin of opium which is smuggled into the Philippine Islands was due to their proximity to the Philippine Islands.

The following seizures of opium were made by customs officials during the period covered by this report:

Manila:	Kilograms
Opium, prepared.....	44. 549
Opium, crude.....	. 115
Opium ashes.....	. 100
Cocaine.....	. 490
Cebu: Opium, prepared.....	4. 237
Iloilo: Opium, prepared.....	36. 877
Zamboanga: Opium, prepared.....	. 552

Jolo:	Kilograms
Opium, prepared.....	0. 106
Opium ashes.....	. 092
Davao.....	None.
Legaspi: Opium, prepared.....	4. 265
Total.....	91. 383

For these seizures 16 cases were prosecuted before the courts of justice, resulting in 12 convictions and 4 dismissals. In all such convictions a penalty totaling six years and nine months imprisonment and fine of ₱3,700 was imposed.

Opium and opium derivatives are permitted by law to be imported into the Philippine Islands through permits issued by the Bureau of Internal Revenue. This is permissible only for medicinal purposes. Like in the United States and elsewhere, cocaine, heroin, and opium derivatives are used in the Philippines as medicines. As a matter of fact, they are permitted to be sold in drug stores, although their sales are limited to prescriptions of physicians licensed by the Bureau of Internal Revenue to prescribe drugs containing opium derivatives. Our statistics group only in one class all opium and opium derivatives imported into the Philippine Islands for medicinal purposes as "opium, preparations thereof, for medicinal purposes." There is no separate record for each opium derivative imported. During the period from July 1, 1927, to June 30, 1928, "opium, preparations thereof, for medicinal purposes" were imported into the Philippine Islands as follows:

Countries	Kilos	Value
United States.....	51	₱841
France.....	7	123
Germany.....	144	5,475
Switzerland.....	2	136
	204	6,575

The government of the Philippine Islands has no monopoly either of the production or the sale of opium. The rationing system is not known in this country. Here the smoking of opium is prohibited and penalized by law. The aim of the government is the complete suppression of the use of opium by the people except for medicinal purposes. To accomplish this end, efforts have been exerted to eradicate from the Philippine Islands the opium-smoking and morphine-injecting habits through the combined work of the bureau of constabulary and the municipal police. On the other hand, the secret service agents of the Bureau of Customs do their best to prevent the surreptitious and unlawful introduction of opium into the islands.

Merchandise and baggage of passengers arriving at ports of entry of the Philippine Islands from opium-producing countries are all carefully and strictly examined and inspected with the end in view of detecting and seizing all opium illegally imported into these Islands. There was a time when importers raised their protests against the practice of the customs secret service agents of inspecting merchandise after the examination thereof had been made by the appraisers. The practice having been permitted in order to insure the detection and seizure of contraband, said protests were overruled. The vigilance in ports of entry is so strict that it may be asserted that the business of importing opium illegally through said ports is extremely hazardous, and as a consequence very few are now willing to undertake to import opium mixed with other merchandise at ports of entry. It is, however, a fact that vessels of Chinese registry had arrived and anchored at ports of the Philippine Islands which are not ports of entry on the pretext of being in distress, and in one of these arrivals the constabulary stationed at Ilocos Norte discovered that opium carried on one of such vessels was thrown overboard and, following a search in the neighborhood where the vessel was anchored, the opium was found.







